Crossroads of the Americas: Trans Texas Corridor Plan

Report Summary



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[Transportation] is ... of vital importance, and we must all lay our hands to it as a great and mighty work of national interest and concernment, divested of everything sectional or local in its character. If its accomplishment is to be secured, it must be done with united hands and united hearts, with reference alone to the public good and its accomplishment on the most reasonable terms that the national resources will justify.

Sam Sonston, 1858

Draw a north-south line from Mexico City to Chicago. Draw an east-west line from Los Angeles to Miami. The two lines intersect in Texas.

Background

Texas has long been seen as the crossroads of North America, but this concept has never been more relevant as trade between North and South America continues to grow.

Most goods and commodities coming into the United States from Mexico and South America cross the Texas border and move north, sometimes all the way to Canada. The reverse is true for exports. In fact, 79 percent of all U.S.-Mexico trade passes through Texas ports of entry. Under the North American Free Trade Agreement, this international traffic will only increase.

A large percentage of the nation's cross-continent traffic also passes through Texas. And then there are the transportation needs of the 21 million people who already live here.

Texas' population has increased a staggering 65 percent since 1988. Growth is projected to continue at a rate of 30,000 new residents a month. The state's existing road and bridge system will not be sufficient to accommodate the increased traffic this growth will bring. Beyond that, much of Texas' transportation infrastructure is nearing the end of its design life.

Texas is at a crossroads.

Transportation systems, driven by a simple need to move people and goods from Point A to Point B, are as old as civilization. Well-constructed roads and bridges held the Roman Empire together. The inability to expand and maintain that transportation system was one of the key factors that brought about the empire's eventual collapse.

Native Americans operated Texas' first transportation system. Their paths followed well-worn animal trails leading to sources of water and food. Later, these first Texans developed a network of footpaths and eventually horse trails to connect with trading points and landmarks ranging from strategic to sacred.

After Spain claimed the Southwest, a trace known as the El Camino Real—the King's Highway—cut across Texas from the Sabine River on the east to the Rio Grande on the southwest. For years, this roadway—actually a series of routes that amounted to Texas' first transportation corridor—remained the gateway to Texas and Mexico.

Other routes developed to tie into this Spanish colonial road, a happenstance version of what engineers today call connectivity. History

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History (continued) Connectivity still is an important concept.

A second significant transportation corridor to span Texas was the Butterfield Overland Mail Route. This 2,700-mile stagecoach road began in St. Louis, entered Texas across the Red River north of Dallas and moved through the state to El Paso for an eventual connection to San Diego. The Civil War cut short the route's useful life, but it demonstrated the national importance of being able to move people and goods over long distances. The mail route also foreshadowed development of the nation's first trans-continental railroad.

After the Civil War, the Chisholm Trail connected Texas to the railhead in Kansas. Texas cattlemen pushed 5 million head of Longhorn cattle "up the trail" to market, reinvigorating Texas' shattered economy.

Soon railroads began building into and across Texas. With completion of the Texas and Pacific line in 1881, the state had its first high-speed transportation corridor. Of course, high speed is a relative term. Steam engines of the era running full throttle pulled cars about 40 miles per hour. Still, that was faster than anyone had ever been able to move across Texas and speeds soon increased with development of more powerful locomotives. The new rail system, as transportation always has done, extended settlement and created jobs. Abilene, Sweetwater, Colorado City, Big Spring, Midland and Odessa all trace their beginnings to this railroad line.

Rail remained the principal mode of long-distance travel in Texas until the development in the early 1900's of inexpensive and reliable motor vehicles. That brought about the need for paved roads.

The state got into the business of designing and building highways in 1917 with the creation of the Highway Department, now the Texas Department of Transportation. Within a year, Texas' fledgling transportation agency had prepared a map of a proposed statewide highway system. Many of the state's roadways followed or were close to the old trails used by Native Americans and the other cultures which came after them.

Now, at the beginning of the 21st century, it's time for Texas to look down the road. Texas proposes to build a new type of transportation system, a network of wide corridors designed to move people and goods faster and more safely than ever before. Beyond that, the corridor will feature a wide utility zone for the transmission of oil, natural gas, electricity, data and a substance critical to the future of the state—water.

The Trans Texas Corridor is the largest engineering project ever proposed for Texas, a world-class concept. The planning and work involved in the corridor will far exceed any public works project in the state's history. The first cross-state railroad, the Galveston seawall, Texas' present highway infrastructure, the Astrodome...nothing compares in scope to the corridor.

World-class concept

This is not the first time Texas has started with a vision and transformed it into a useful reality. Texas' pink granite Capitol is a monument to state-of-the-art 19th century engineering and innovative financing—the state traded 3 million acres of public land to pay for the building. But the best example is our Interstate highway system.

Planning for a "National System of Interstate Highways," first envisioned in 1939 and expedited during World War II because of its importance to national defense, began in 1944. Within three years, the routes had been selected. A Texan, the late Frank Turner, played a key role in the planning process. In fact, the 1929 Texas A&M graduate is considered the "father of the Interstate system." Construction finally began in 1956 after President Dwight D. Eisenhower signed into law a measure creating the National Highway Fund.

Within 14 years, the Interstate system in Texas was essentially complete. A 3,234-mile network of multi-lane highways engineered for speed and safety connected the state's major cities.

But the similarity between Texas' portion of the Interstate system and the Trans Texas Corridor ends there. The Interstate system was a nationwide effort, primarily funded with federal dollars. Though other state transportation agencies also are looking to the future, no other state has proposed such an ambitious and visionary project as the corridor.

The concept is simple. Texas will be connected by a 4,000-mile network of corridors up to 1,200 feet wide with separate lanes for passenger vehicles (three in each direction) and trucks (two in each direction). The corridor also will include six rail lines (three in each direction), one for high-speed passenger rail between cities, one for high-speed freight and one for conventional commuter and freight. The third component of the corridor will be a 200-foot-wide dedicated utility zone.

See map, p. 17

The corridor paves the way—literally—to the future of Texas. The Trans Texas Corridor will allow for much faster and safer transportation of people and freight. It will relieve our congested road-

Trans Texas
Corridor

ways. It will keep hazardous materials out of populated areas. It will improve air quality by reducing emissions and provide a safer, more reliable utility transmission system. It will keep Texas' economy vibrant by creating new markets and jobs. Finally, as the King's Highway and the railroad did in previous centuries, the corridor will lead to the developing of new cities while increasing the importance of existing cities.

Funding for the corridor will be as innovative as the corridor itself. Texas voters provided the framework on November 6, 2001 when they approved Proposition 15. That constitutional amendment allows Texas more flexibility than it has ever had to pay for transportation projects through a variety of means. These include public-private partnerships called exclusive development agreements, and funding options like toll equity, the Texas Mobility Fund and regional mobility authorities. Beyond these mechanisms, this report outlines other possible sources for funding the corridor.

The Trans Texas Corridor plan sounds futuristic and it is. Nearly a half-century ago, the proposed Interstate highway system seemed as avant-garde. But this new vision is achievable.

Sam Houston, the first elected leader of the Republic of Texas, understood the importance of transportation. After Texas' admission to the Union, the hero of San Jacinto went to Washington to serve the new state as one of its two senators.

In 1858, during debate on what route the nation's first transcontinental railroad should take, the tall Texan rose in the upper house of Congress to put the issue into perspective.

Transportation, he said, "is...of vital importance, and we must all lay our hands to it as a great and mighty work of national interest and concernment, divested of everything sectional or local in its character. If its accomplishment is to be secured, it must be done with united hands and united hearts, with reference alone to the public good and its accomplishment on the most reasonable terms that the national resources will justify."

Houston's words, spoken as another generation looked down the road, are as appropriate today as they were then. •

- The Trans Texas Corridor is an all-Texas transportation network of corridors up to 1,200 feet wide. The 4,000-mile corridor will include separate highway lanes for passenger vehicles and trucks, high-speed passenger rail, high-speed freight rail, commuter rail, and a dedicated utility zone.
- Four corridors have been identified as priority segments of the Trans Texas Corridor. These corridors parallel I-35, I-37 and I-69 (proposed) from Denison to the Rio Grande Valley, I-69 (proposed) from Texarkana to Houston to Laredo, I-45 from Dallas-Fort Worth to Houston, and I-10 from El Paso to Orange.
- The Trans Texas Corridor will allow for much faster and safer transportation of people and goods. It will relieve congested roadways. It will keep hazardous materials out of populated areas. It will help improve air quality by reducing emissions and provide a safer, more reliable utility transmission system. It will keep Texas' economy vibrant by creating new markets and jobs.
- Based on an estimated cost of \$31.4 million per centerline mile, the 4,000-mile corridor would cost \$125.5 billion, not including right of way and miscellaneous costs. Factoring in right of way at \$11.7 billion to \$38 billion and miscellaneous costs at \$8 billion to \$20 billion, the estimated total cost for the Trans Texas Corridor would range from \$145.2 billion to \$183.5 billion.
- In 2001, the 77th Legislature provided several new financial tools to help Texas meet its transportation demands. Legislation enabling toll equity, regional mobility authorities and the Texas Mobility Fund will help TxDOT continue its efforts to enhance the existing transportation system. These tools also can help pay for the Trans Texas Corridor.

The Trans Texas Corridor Plan gives shape to a vision coming into sharper focus every day. The corridor is a way for Texas to expand opportunities, enhance freedom of movement, and provide the good things of life to the ever-growing number of people making Texas their home.

The Trans Texas Corridor is the largest engineering project ever proposed for Texas. The corridor paves the way—literally—to the future of Texas.

Partners in the public and private sectors, by working together early in the process, can develop a 21st century transportation corridor that will be a model for the nation.

Quick view



Overview

Benefits

The Trans Texas Corridor will allow for much faster and safer transportation of people and goods. It will relieve congestion on existing roadways. It will keep hazardous materials out of populated areas. It will improve air quality by reducing emissions and provide a safer, more reliable utility transmission system. It will keep Texas' economy vibrant by creating new markets and jobs. It will bring economic development to all parts of the state, but especially in economically depressed rural areas. Industrial parks served by multimodal transportation and economic development zones built around connectivity points will foster economic growth. The corridor will lead to the development of new cities while increasing the importance of existing cities.

Planning

The Trans Texas Corridor is an all-Texas transportation network of corridors up to 1,200 feet wide. The corridor will include separate tollways for passenger vehicles and trucks, high-speed passenger rail, high-speed freight rail, commuter rail, and a dedicated utility zone. The concept includes separate lanes for passenger vehicles (three lanes in each direction) and trucks (two lanes in each direction). The corridor also would contain six rail lines (three in each direction): one for high-speed rail between cities, one for high-speed freight rail, and one for commuter and freight rail. The third component of the corridor would be a protected network of safe and reliable utility lines for water, petroleum, natural gas, electricity, and data.



Four corridors have been identified as priority segments of the Trans Texas Corridor. These corridors parallel I-35, I-37 and I-69 (proposed) from Denison to the Rio Grande Valley, I-69 (proposed) from Texarkana to Houston to Laredo, I-45 from Dallas-Fort Worth to Houston, and I-10 from El Paso to Orange.

Factors weighed in identifying priority corridor segments include:

- Congestion relief for metropolitan areas
- Existing hazardous material routes
- Corridors most likely to generate toll revenue
- Opportunities for economic development

Public involvement will be a key to planning and developing the corridor. During the corridor's route-selection phase, any needed changes will be identified through a detailed, project-specific process of public involvement. The public will have opportunities to comment early and often.

Connection between the corridor and nearby cities can be accomplished with the existing highway system. Proposed corridor segments would require interconnection with additional modes of transportation to enable passengers and freight to reach their final

destinations in nearby cities. Privately-funded franchises or publicprivate partnerships will provide transportation from the corridor to destination cities.

Construction of the corridor could allow modification of more than \$2 billion in planned statewide mobility projects. Projects along existing major highways paralleling proposed corridor routes may not require as much right of way, could be modified in scope or even delayed. Not included in this estimate are projects the Texas Transportation Commission has previously funded. Most Phase 1, Priority 1 Trunk System projects will continue to be developed.

Expanding the corridor beyond Texas will require a cooperative effort with Mexico, as well as Louisiana, Arkansas, Oklahoma and New Mexico.

Safety, improved travel time, and greater reliability will characterize the Trans Texas Corridor. Planned for phased construction, the corridor will connect cities across the state with a series of multimodal corridors. These will feature a high-speed, controlled-access tollway with separate lanes for passenger vehicles (three lanes in each direction) and trucks (two lanes in each direction). Additional features include two-way rail (six tracks, three in each direction) with separate commuter/freight and high-speed passenger facilities and a dedicated utility zone for transmission of oil, natural gas, energy, water and data.

Separating passenger vehicle and truck lanes to benefit the traveling public is fundamental to the corridor's overall design. To avoid contributing to urban congestion, the corridor will connect to major cities while not flowing directly through them. The corridor also will be designed to take advantage of intelligent transportation systems.

The vision is that the corridor will be developed in phases through several scenarios. For example, the heavy-duty truck lanes (two in each direction) could be built first, to be shared initially by both passenger vehicles and trucks. As traffic volumes increase and additional capacity is warranted, separate passenger lanes would be constructed. This will be accomplished without disrupting the existing roadway.

The rail component also lends itself to phased construction. To make this a more feasible element for the corridor, a single track for freight and commuter lines would be constructed initially. This trackage would be built first along segments most needed to relieve pressing transportation problems. Construction of high-speed pas-

Planning (continued)

Design

Design (continued)

senger rail to connect the largest population areas would be implemented as the need grows for travel alternatives.

The 200-foot-wide utility zone will accommodate large waterlines, natural gas and petroleum pipelines, telecommunication fiber-optic cables, and high-power electric lines. Because of rapidly changing technologies, utilities would not be installed until needs are clearly identified. The utility zone initially would be leased for agricultural purposes where feasible. Conduit for data transmission would be installed initially for use when needed. Lines for oil, natural gas, and water would be constructed as demand occurs.

Although the design and cost analysis reflects construction of all corridor components, individual elements can be phased in as needed. All corridor cost estimates are based on current dollar values.

Pavement cost for a four-lane truck roadway is estimated at \$3.1 million per centerline mile. Projected pavement cost for a six-lane passenger vehicle roadway is \$1.1 million per centerline mile. Other roadway costs in addition to pavement structures will include mobilization, clearing right of way, excavation, embankment, drainage structures, landscaping, signing and pavement markings, and safety features. Total roadway cost per centerline mile is estimated at \$7.0 million.

The average cost of grade-separated bridge structures is estimated at \$5.2 million per centerline mile. The average cost of interchanges is estimated at \$3.2 million per centerline mile.

The use of freight cars capable of accommodating heavier loads allows for transportation of increased tonnage in a single train. The corridor will have heavier rail for these freight cars. The average cost for conventional commuter and freight rail is estimated at \$4.4 million per centerline mile for four tracks. This estimate does not include passenger stations or dispatch control centers. Including costs for mobilization, excavation and embankments as well as incidental expenses associated with construction of new track, the cost would be \$7.4 million per centerline mile for four tracks.

Based on an estimated cost of \$31.4 million per centerline mile, the 4,000-mile corridor would cost \$125.5 billion, not including right of way and miscellaneous costs. Factoring in right of way at \$11.7 billion to \$38 billion and miscellaneous costs at \$8 billion to \$20 billion, the estimated total cost for the Trans Texas Corridor would range from \$145.2 billion to \$183.5 billion.

An extensive environmental review will be an integral part of the process to develop the Trans Texas Corridor. Though all segments are conceptual at this point, avoidance or minimization of adverse environmental impacts will be paramount in developing the corridor. A large-scale ecosystem approach to mitigation will compensate for unavoidable impacts. Keys to ultimate success include early cooperation, a new approach to addressing regulatory requirements, improvement of the efficiency and effectiveness of transportation environmental decision-making and successful preservation of the transportation corridor.

Environment

To preserve the corridor for future generations, acquiring property for all components should begin as soon as possible. Property rights are important to TxDOT and will receive high priority in this process. Through good-faith negotiation, TxDOT will acquire necessary right of way in a single transaction with each owner. Acquisition of right of way will be characterized by public-private investment, including financial participation by utilities, railroads, developers and landowners.

Right of way

The toll segments of the Trans Texas Corridor would be developed through a variety of means including low-bid contracts for turnpike improvements coordinated by TxDOT. Another mechanism for toll-segment development would be through low-bid contracts coordinated by regional mobility authorities. Development also can occur through exclusive development agreements (also containing a franchise agreement) with private-sector developers. Administration of such projects would come through TxDOT, a regional mobility authority, or a regional toll authority. Proposals for exclusive development agreements would be solicited by requests for proposals or submitted by private entities as unsolicited proposals. Regional toll authorities (such as the North Texas Tollway Authority) or a county toll authority (such as the Harris County Toll Road Authority) also could play a role in development of the corridor's toll segments. Legislative action will be required for full implementation of such options.

Toll

The rail component of the Trans Texas Corridor will give the people of Texas and visitors the ability to travel by commuter and high-speed rail. In turn, this will reduce traffic congestion. Rail also will provide more capacity for freight (both rail and truck), greatly enhancing the state's ability to accommodate the movement of goods to market. In addition, the Trans Texas Corridor will provide rail companies with new markets.

Rail

Utilities

The utility component of the Trans Texas Corridor includes infrastructure for the movement of oil, natural gas, water, electricity, and data. The corridor's dedicated utility zone will reduce the chances of pipeline damage and the related safety and environmental consequences. It will improve the efficiency of pipeline systems. It will provide more capacity for electrical transmission systems. It will improve cost-effectiveness by providing advanced telecommunications and data transmission to all areas of the state. It will facilitate the long-distance transfer of fresh water to areas of Texas desperately needing this vital natural resource.

Finance

In 2001, the 77th Legislature provided several new financial tools to help Texas meet its transportation demands. Legislation enabling toll equity, regional mobility authorities and the Texas Mobility Fund will help TxDOT continue its efforts to enhance the existing transportation system. These tools also can be used in developing the Trans Texas Corridor. Other possible methods of funding include concessions, the federal Transportation Infrastructure Finance and Innovation Act of 1998, various other federal programs, and leasing right of way.

Action Plan

Many statutory tools for corridor development already are in place, but some changes in state and federal law will be needed. This section of the report provides a timeline for action by TxDOT from August 2002 through December 2003. The action plan also sets forth specific congressional and legislative actions needed to move the Trans Texas Corridor off the drawing board and onto the Texas landscape. ❖

Crossroads of the Americas: Trans Texas Corridor Action Plan

Governor Rick Perry wrote Transportation Commission Chairman John W. Johnson on January 30, 2002 to outline his vision for the Trans Texas Corridor. The Governor asked the three-member commission to assemble the Texas Department of Transportation's top talent to create and deliver a Trans Texas Corridor implementation plan in 90 days.

Overview

This report has detailed what the corridor will look like, identified four priority segments and discussed how the project can be funded.

Texas needs to move quickly in developing the corridor segments that will generate the highest toll level—revenue that will enable TxDOT to extend the corridor into every section of the state. What follows is an action plan that sets out what needs to be done to transform this innovative transportation concept into reality.

August 2002

Designate Trans Texas Corridor Office

The department will staff a central office to oversee the development of the Trans Texas Corridor.

Strengthen and market regional mobility authorities

Regional mobility authorities, created by the Texas Legislature, will have a critical role in the success of the Trans Texas Corridor and other local transportation projects. In addition to steps already taken, TxDOT will enhance these authorities through the following means:

- Inform the public, local governments, and private entities on the advantages of regional mobility authorities, toll roads, leveraging funds, and the use of surplus revenue as a catalyst for other projects.
- Provide greater responsibilities to RMAs in the development of Trans Texas Corridor segments.
- Create evaluation tools outlining project development and establish partnering methods TxDOT and RMAs can use to combine resources.
- Provide information to the private sector on toll equity and exclusive development agreements.

TxDOT actions

Crossroads of the Americas: Trans Texas Corridor Action Plan





September 2002

Market initial segments

- The department will market and accept proposals for the priority segments. The four priority corridors parallel:
 - I-35, I-37, I-69 (proposed) from Denison to Rio Grande Valley
 - I-69 (proposed) from Texarkana to Houston to Laredo
 - I-45 from Dallas to Houston
 - I-10 from El Paso to Orange

Reach out to the public

Exchanging ideas about the Trans Texas Corridor is critical to its development. The first phase of TxDOT's public outreach effort will include:

- Setting up a central clearinghouse for public information about the Trans Texas Corridor.
- Holding numerous public meetings throughout the state.
- Developing a public information campaign. This will include putting up a Web site, producing a newsletter and other outreach efforts.

Reach out to stakeholders

- Meeting with major stakeholders such as local, county and state elected officials, regional governments, surrounding states, Mexico, and corporations.
- Involving stakeholders will also rely on public information efforts.

January 2003

- Begin environmental review public meetings.
- The department will begin environmental studies and the records of decision process for the first four corridors. Using the comprehensive public involvement process for I-69 as a model, public meetings and hearings will be held in tandem with the work of resource agencies. The public will be engaged throughout the process.
- Right of way acquisition for purposes of corridor preservation will begin as soon as the transportation corridor environmental reviews are completed. Priority will be given to the first segments identified above.

Crossroads of the Americas: Trans Texas Corridor Action Plan

August 2002 through December 2003

In the absence of rising revenues, Congress has gradually turned toward the innovative use of limited funding. The Transportation Equity Act for the 21st Century will be reauthorized in 2003, providing Texas an opportunity for greater flexibility in meeting its transportation demands. Recommended changes to the federal act are listed below. Further detail can be found in individual chapters of this report.

- Establish a schedule for buying portions of federally-funded highways for the purposes of tolling by regional mobility authorities.
- Increase the rate of return Texas receives on its fuel tax dollars sent to Washington.
- Permit the movement of funds among federal programs to construct comprehensive transportation systems.
- Streamline the environmental and project review processes.
- Waive the 20 percent state match for federally-funded projects. Permit "donor" states (those that contribute more money to the Highway Trust Fund than is returned) to receive 100 percent reimbursement for project expenditures.
- Allow private entities to issue tax-exempt bonds for highway projects. This is common practice for airport, seaport and transit projects and should be for an undertaking like the Trans Texas Corridor as well.
- Increase funding levels for, and guarantee Texas a share of, High-Speed Rail Grants and Railroad Rehabilitation and Improvement Financing.
- Allow toll credits to be derived from projects that include federal funds. This can be accomplished on a pro rata basis gauged by the amount of federal dollars apportioned to a project.
- Seek federal funding for the study and development of new freight, high-speed passenger and commuter railroads.

January 2003 through May 2003

Many statutory tools are in place, but changes in state law will be necessary to realize the full benefits of the Trans Texas Corridor. The changes are listed below. Further detail can be found in individual chapters of this report.

United States Congress

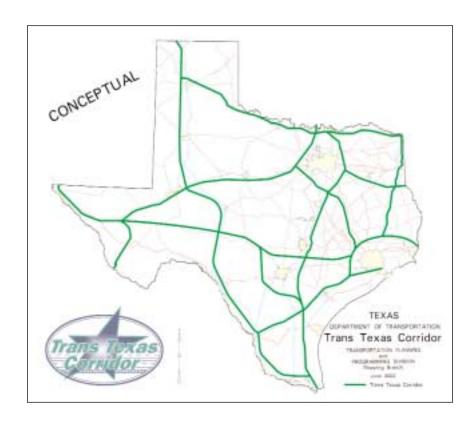
Texas Legislature

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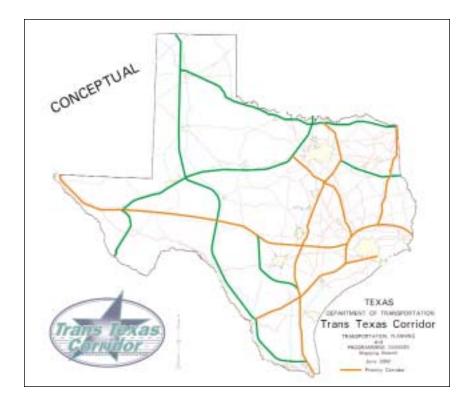
Texas Legislature (continued)

- The first segments of the Trans Texas Corridor will advance more rapidly with start-up financing from the Texas Mobility Fund. The fund will require capitalization and the removal of limitations on its ability to provide toll equity financing.
- Create a new chapter in the Transportation Code specific to the Trans Texas Corridor. This chapter would incorporate existing acquisition and funding authority granted to TxDOT and grant additional authorization to expedite the process as well as providing flexibility in dealing with utilities, railroads and private landowners.
- Amend state law to authorize TxDOT and certain other entities to acquire property by purchase or condemnation for rail and utility purposes (including entering into franchise agreements). This will include the authority to acquire additional right of way and lease it to private entities for a profit.
- Clarify and expand TxDOT's authority to enter into contracts with private entities (including exclusive development agreements) for development of all types of transportation projects.
- Remove the restriction that limits the number of projects financed through exclusive development agreements.
- Grant an exception to Chapter 181 of the Texas Utility Code to allow TxDOT to charge public utilities for placement of their facilities within corridor right of way. TxDOT also needs general authority to charge public and private concerns for utility, commodity or data transmission.
- Permit environmental expenditures that would benefit a future need (i.e. land banking) as well as immediate needs caused by a particular taking or improvement.
- Provide an incentive for property owners at the time of purchase by granting a percentage of future toll receipts (in the nature of a royalty interest) in lieu of full cash payment.
- Regional mobility authorities will require the ability to issue debt, condemn property, set tolls, enter into exclusive development agreements, direct utility installations, and exercise other appropriate means to fully develop turnpike projects.
- Authorize existing toll authorities to expand their operational and jurisdictional boundaries for purposes of constructing segments of the corridor. ❖

Crossroads of the Americas: Trans Texas Corridor Maps



Trans Texas Corridor map

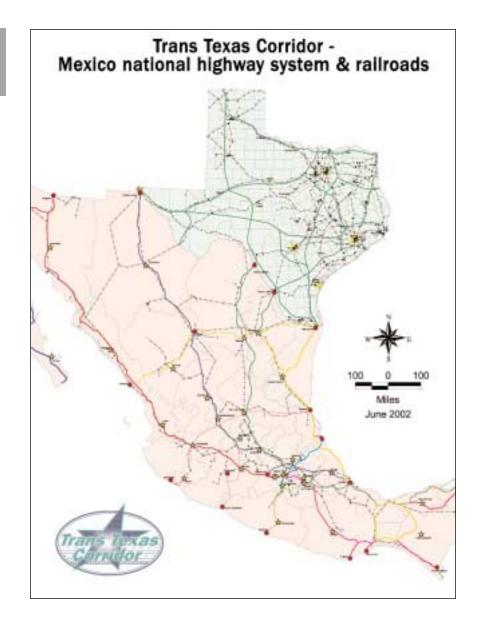


Priority routes



Crossroads of the Americas: Trans Texas Corridor Maps

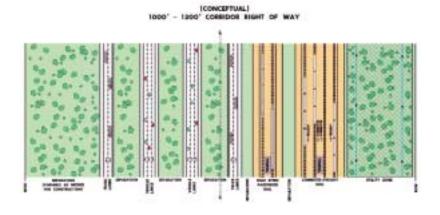
Mexico national system



Crossroads of the Americas: Trans Texas Corridor Drawings



Rail component



Corridor layout



Roadway component



